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PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FOURTH COUNTRY PROGRAMME FOR UGANDA

Programme period	Resources	$
1992-1996	Net IPF	77 277 000
	Estimated cost-sharing	-
	Total	77 277 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Socio-economic situation

1. Uganda is a least-developed, landlocked country with an estimated population of 17 million and an annual population growth rate of more than 3 per cent. Uganda's human development index ranking was 134 out of 160 countries in 1991. GNP per capita in 1989 was estimated at $260.

2. After a 15-year period of decline and civil war, in which economic and social conditions deteriorated dramatically, the Government has largely succeeded since 1986 in restoring security in most parts of the country and in rehabilitating the basic economic infrastructure.

3. Since the introduction of the economic recovery programme in 1987, a number of major economic reforms have been implemented, including liberalization of the exchange rate and of internal trade, and efforts have been made at rehabilitation. The success of the programme, in economic terms, is indicated by the achievement of a GDP growth of 6.6 per cent per year during 1987-1989, a recovery of investment to 15 per cent of GDP by 1988, and a decline in the rate of inflation from an average annual rate of 230 per cent in 1986 to 27 per cent in 1990.

4. Nevertheless, the balance of payments current account deficit has continued to rise, exacerbated by adverse international price changes, and public expenditure continues to outstrip revenue. Furthermore, 46 per cent of the national budget has been absorbed by defence, and the share of both defence and general administration has increased during the past two years. The Government is, however, committed to reversing this trend, as announced in the 1991 Budget statement.

5. In terms of social indicators, although the data are uneven, the picture is one of long-term improvements, but current levels of access to basic social services are still low and there are significant disparities between men and women. Male adult literacy was estimated at 70 per cent and female at 45 per cent in 1985; in 1983, girls accounted for 45 per cent of enrolments in grade 1 of primary school and for 35 per cent of enrolments in grade 7; infant mortality fell from 133 per thousand live births in 1960 to 101 in 1989; life expectancy rose from 43 years in 1960 to 52 years in 1990; 20 per cent of the population had access to safe water in 1989, compared with 35 per cent in 1975-1980.

6. Currently one of the most difficult and far-reaching issues confronting the Ugandan society is AIDS: the share of HIV positive people has risen from 8 per cent of the population in 1988, to 11 per cent or 1.9 million people today. Although it is not yet possible to quantify its effects, the impact of the epidemic will be felt in all aspects of economic and social life.

B. National development objectives and strategies

7. The economic recovery programme implemented in early 1987 has as its three major aims a GDP growth rate of 5 per cent per year through to 1993, in order to increase per capita income by 2 per cent per year; to achieve financial stability, with a reduction in the rate of inflation to below 10 per cent by 1993, and a reduction in the balance of payments deficit.

8. The strategy for the future as embodied in the 1990/91-1994 national plan, from which the objectives for UNDP assistance are derived, involves a deepening of the programme of structural reform: improved incentives and regulatory framework, including trade and exchange liberalization; decontrol of the internal marketing and distribution system, elimination of parastatal marketing monopolies, abolition of price controls, maintenance of international competitiveness, improved climate for the private sector; continued rehabilitation of the economic infrastructure; strengthened economic management; reduced size of the public sector; modest overall growth of public expenditure, with restructuring to increase the share of priority areas and reduce the share of unproductive activities; increased revenue via improved tax collection and a broadened tax base.

9. However, the sectoral allocations of government spending for the 1990-1991 fiscal year did not yet reflect the new strategic priorities. For recurrent expenditure, the share allocated to economic services fell from 10 per cent in 1988/1989 to 8 per cent in 1989/1990; infrastructure fell from 3.7 per cent in 1988/1989 to 2.2 per cent in 1989/1990; expenditure on social services accounted for 28.6 per cent in 1988/1989, falling to 19.4 per cent in 1989/1990, and of this amount, the share allocated to education fell from 19.1 per cent in 1988/1989 to 12.7 per cent in 1989/1990; the share of health was 4.7 per cent in 1988/1989 and 4.8 per cent in 1989/1990; the share of defence rose from 43 per cent in 1988/1989 to 48.1 per cent in 1989/1990; and the share of general public administration rose from 18.5 per cent in 1988/1989 to 24.5 per cent in 1989/1990. The Government announced to the parliament on 2 July 1991 that the next budget would reflect the shift of emphasis to the social sector and the provision of social services. Indeed, over the past five years, the Government has had to concentrate its efforts on achieving security and economic stabilization.

10. A certain number of issues and constraints are critical for the realization of the national objectives. First, there are serious capacity constraints in policy formulation and implementation in the public sector, which are mainly a result of the loss of morale arising from several years of decline, exacerbated by low levels of pay and an inadequate number of appropriately trained personnel.

11. Continued political commitment to pursue the policy reforms will be vital, as is the continuation of donor support, including balance-of-payments assistance during the period of rehabilitation and recovery. However, greater domestic efforts at resource mobilization are also necessary, if only

to finance the implementation of the reform agenda, particularly the introduction, as a first step, of a minimum living wage for a streamlined civil service. The significant size of the informal sector, which is largely untaxed, presents a major challenge, but one which must be resolved in order to raise the share of government revenue in GDP from the present level of 6 per cent, compared to an average of 20 per cent for sub-Saharan Africa.

II. EXTERNAL COOPERATION

A. Role of external cooperation

12. In its efforts to build an independent, integrated and self-sustained economy, Uganda has since 1986 received an increasing volume of foreign aid which reached a peak level of $652 million in 1989 as compared to $413 million in 1988; about $608.8 million were received in 1990. It is expected to decline further in the next three years as the focus moves from rehabilitation to development assistance.

13. Of the $652 million in 1989, $258 million were grants and $394 million concessional loans. Most of the grants were utilized for technical cooperation. The main contributors were the World Bank (International Development Association concessional loans of $124.7 million), the International Monetary Fund (IMF) (credits of $110.41 million and a grant of $0.14 million), the United Kingdom (grants of $55.8 million), the European Economic Community (grants of $38 million) and the Government of Libya (a loan of $38.5 million).

14. This aid is being utilized to increase the productivity of key sectors, especially agriculture and industry, to rehabilitate the social and economic infrastructure, and to act as a catalyst to self-sustained development. The transport sector received $68 million; agriculture, forestry and fisheries $60.6 million; health $36 million; development administration $24 million (out of which $16 million was used for debt management); natural resources $20.4 million; human resources development $16 million and energy $10 million. Each of the remaining sectors received external assistance of less than $10 million.

15. Technical assistance received was $87.5 million (13 per cent of the total) with the United Nations system contributing about $35 million (UNDP $10.785 million). The health sector absorbed $30.6 million; human resources $15 million; agriculture, forestry and fisheries $13 million; development administration $8 million; transport $5 million, and social development $3 million.

B. Aid coordination arrangements

16. Uganda has been receiving aid from about 73 donors of which 31 are bilateral, 26 multilateral, and 16 non-governmental organizations (NGOs). Coordination of this aid is the responsibility of the External Aid

Coordination Department (EACD) in the Ministry of Planning and Economic Development (MPED). Emergency relief and rehabilitation assistance is coordinated by the office of the Prime Minister. Loan agreements with international financial institutions are signed by the Ministry of Finance, while the Central Bank monitors the foreign debt situation. The other institutions must report to the Ministry of Finance. With the assistance of UNDP, the data banks of these different institutions are now being computerized and linked.

17. At the international level Uganda will continue to use the Joint Consultative Group on Policy (JCGP) meeting coordinated by the World Bank, in which UNDP participates. On sectoral issues, the Government will hold local JCGP meetings whenever needed, in accordance with government sectoral strategies. Within the Ministry of Planning and Economic Development, the External Aid Coordination Department has been strengthened by two phases of a UNDP/World Bank project intended to enhance its management capacity. Mobilization and coordination of donors in the fight against AIDS is the responsibility of the National AIDS Commission and its secretariat. The fourth country programme is expected to maintain UNDP's assistance and continue to promote JCGP coordination in these areas. Efforts at harmonization in accordance with General Assembly resolution 44/211 will also be on the agenda of the United Nations system agencies in Uganda.

III. THE COUNTRY PROGRAMME

A. Assessment of the ongoing country programme

18. The third country programme has the following objectives:

(a) Enhancement of planning, financial and human resources capacities;

(b) Provision of integrated support to rural development and agricultural productivity.

19. The programme was launched at a time when the Government had embarked on its reconstruction and rehabilitation programme. Therefore, the country programme initially focused on the rehabilitation of key institutional infrastructure and on strengthening the capacity of the Government. Gradually, the emphasis shifted to supporting the economic recovery and structural adjustment programmes.

20. A total of $59.9 million of IPF resources were available for the period 1987-1991. This was supplemented from cost-sharing and other UNDP-administered funds by about $20 million, bringing the total cost of the programme to approximately $80 million. Over 60 per cent of the total resources were allocated to the second objective defined in paragraph 18.

21. The country programme was composed of some 70 individual projects the activities of which were dispersed and not always mutually supportive of

common goals and programmes. However, during programme implementation some reorientation was effected to respond to a need to concentrate on key priorities of the Government, such as civil service reform and management training.

22. The 1990 mid-term review concluded that the original objectives of the country programme remained relevant and that the programme had been responsive to the country's evolving development needs.

23. Significant achievements in enhancing planning, financial management and human resources capacities and providing integrated support to rural development and agricultural productivity have been reported in project evaluations.

24. It is under the first objective, enhancement of planning, financial and human resources capacities, that the capacity-building effort has been most successful. The foundations for a planning and policy formulation capacity have been laid at various levels of the Government. This basic capacity is complemented by the availability of increasingly reliable data as a result of several UNDP-supported censuses and surveys in the agriculture and industry sectors, such as the household budget survey, the manpower survey and the census of business establishments. With support from the United Nations Population Fund, a Population and Housing Census has been completed and a population policy is expected to be formulated soon.

25. Another major achievement has been in the critical area of the reform of the civil service. With funding from UNDP's Management Development Programme, the use of high-level, short-term expertise combined with national inputs has demonstrated the benefits which Governments can derive from UNDP's comparative advantage for assistance in critical and sensitive areas. This assistance led to the Government's decision to restructure and rationalize the civil service. Efforts are now under way to achieve a smaller but more efficient civil service and initial steps have been taken, including the reduction of the number of government ministries from 38 to 20.

26. Under the second objective, provision of integrated support to rural development and agricultural productivity, efforts for export diversification have begun to show results in the horticulture subsector and assistance in this area will continue so as to increase the country's production of non-traditional exports and reduce the current over-reliance on coffee as the sole major foreign exchange earner. Results of the third country programme in connection with the development of the dairy industry have included the formulation of a dairy policy, the organization of an economic system for milk collection, processing and marketing, and livestock disease control. Significant progress has also been made towards the establishment of plant quarantine facilities and a plant inspectorate for the control of plant diseases.

27. Other results have been the development of agricultural support services to enhance agricultural production, export diversification and food security,

which areas received special attention in the third country programme. With UNCDF, close to 700 km of rural feeder roads have been rehabilitated and upgraded, linking areas with high agricultural potential to markets, thus leading to reduced food prices and enhanced food security. An additional 1,300 km is expected to be completed in 1992. Through community participation, special public works programmes have been implemented providing a much needed rural infrastructure and income-generating activities in the war-ravaged Luwero triangle and the less developed district of Karamoja. Based on preliminary results obtained under the third country programme, the Government has prepared a programme for the strengthening of the agricultural extension services and facilitating the agricultural research and extension linkage. It is expected that UNDP will now assist in the implementation of this programme.

28. At mid-term, the lessons drawn from the implementation of the country programme are summarized as follows:

(a) The use of IPF resources should be directed towards specific, critical areas where high-level, independent advice is required. This strategy has been particularly effective when international expertise on a short term basis was being used in the areas of planning, economic and financial (including debt) management, statistics, aid coordination and reform, and it should now be expanded to organize management training for the private sector;

(b) Even in these areas, government counterpart inputs are necessary to assure not only the financing of recurring project costs, but also the sustainability of development activities. Many projects did not benefit or benefited too late from counterpart funding which hampered implementation and results;

(c) Many of the impediments encountered in the implementation of the third country programme stemmed from its dispersed nature and project approach, with limited interlinkages between activities and the lack of mutual support for common goals. Over-reliance on traditional means of execution had adverse effects on the sustainability of many activities. The consensus was, therefore, to adopt a more programmatic approach to country programming and to recommend national execution wherever feasible, on a cautious but firm basis in areas where the Government had itself adopted a programme-oriented approach to development and where national capacity already exists or can be built up rapidly;

(d) Although the various UNDP-administered funds such as UNCDF, the United Nations Capital Development Fund (UNCDF), the United Nations Sudano-Sahelian Office (UNSO) and the United Nations International Fund for the Development of Women (UNIFEM) were participating in the programme, coordination arrangements within the United Nations system (especially with JCGP and other partners) could still be improved upon.

B. Proposals for UNDP cooperation

1. The preparatory process

29. The fourth country programme for Uganda has been developed by means of a dialogue between UNDP, the Government of Uganda, the United Nations system of organizations, and other multilateral and bilateral donors. It takes into account the preliminary conclusions and recommendations of the national technical cooperation assessment and programme (NaTCAP) process, the technical cooperation policy framework paper and the UNDP advisory note. It has also been prepared in close consultation with the JCGP partners and based on the priorities established by the Government in the 1990/1991-1994 development plan, itself based on policy guidance, priorities and resource expectations recommended by the 1991 Consultative Group for Uganda.

30. The preparation of the fourth country programme also takes into account the consensus reached and recommendations made in the mid-term review of the third country programme regarding the use of a programme approach and a sharper focusing of UNDP's technical assistance on a smaller range of development themes so as to maximize effectiveness and more fully exploit UNDP's comparative advantages.

2. Strategy for UNDP cooperation

31. UNDP will be asked to play a catalytic role in supporting the Government's development objectives through its grant-based technical cooperation. Based on the preliminary NaTCAP conclusions, taking into consideration UNDP's comparative advantages over other donors as perceived by the Government, the planned activities for those donors and considering the resources available from UNDP, the broad aim assigned to UNDP-assisted technical cooperation in Uganda will be to develop the country's human resources and to establish and enhance national capacities to exploit its resources and to develop and transfer technology to the full, in order to support the establishment of an independent, integrated and self-sustained economy.

32. The technical assistance available from UNDP will therefore be used to establish and/or strengthen public and private institutions capable of implementing the Government's economic and development strategy and to develop the human resources to staff and manage these institutions; to build capacities to plan, execute, monitor and evaluate national programmes; to develop indigenous technology and the transfer of appropriate technology; and to develop domestic capacity to undertake agricultural research and extension.

3. Proposed UNDP cooperation in selected areas of concentration

33. The areas of focus established for UNDP in decision 90/34 of the Governing Council are consistent with the development priorities of the Government of Uganda, and have been integrated into the new country programme, which will include the following four areas of concentration.

Policy and management capacity

34. National development objectives and/or programmes. Capacity-building in policy formulation, implementation and management, to support the process of structural reform and economic recovery. This involves the following major components:

(a) Macro-economic policy and economic management;

(b) Financial management;

(c) Public and parastatal sector reform;

(d) Conditions for a dynamic private sector;

(e) Social sector policy.

35. Proposed UNDP cooperation. The Government requests UNDP to assist in the context of the government decision to restructure public expenditure and increase the share of resources allocated to the social and economic sectors. This programme of activities will strengthen the Government's capacity in addressing key human development issues, and increase national capability for social and economic policy analysis.

36. Expected impact and results. The major outcome will be a programme of structural reform which is adapted to the longer term needs, resources and priorities of the Ugandan society. As such, each subprogramme will contribute as follows:

(a) Economic policy and economic management. The aim is to achieve a macro-economic environment for sustainable and equitable growth; support the process of economic policy reform currently taking place; and at the same time strengthen the capacity to formulate and implement an integrated approach to economic and social policy and planning. Regional as well as central government units will be strengthened. UNDP will also contribute to the building of the Government's capacity in the areas of trade and industrial policy reform. In the area of aid coordination, it will assist in the development of an external aid monitoring system. Linkages with regional activities in this area will be maximized for better impact, in particular with the Africa capacity-building initiative and the national long-term perspective studies.

(b) Financial management. To achieve the organizational and managerial improvements needed to increase the effectiveness and yield of the Government's revenue generation, and to improve the efficiency of external debt and foreign exchange management.

(c) Public sector reform. Will enhance the Government's capacity to implement the proposed action plan for the rationalization and modernization of the public administration, involving a reduction of the civil service by at least 20 per cent, improved management methods, working conditions, incentives and other organizational structures to enhance efficiency. Support for the implementation of the Government's policies of decentralization and privatization. During the period of implementation of the minimum living wage for the civil service, and within the framework of the civil service reform programme of the Government, UNDP and other donors are requested to consider the possibility of supporting an incentive-payment scheme for national counterparts on a rationalized and standardized basis, on a declining scale and over a specific period of time.

(d) Conditions for a dynamic private sector. The restoration of confidence and conditions for private sector investment in productive capacity; includes not only the withdrawal of the Government from certain activities and the promulgation of the new investment code, but also the establishment of new arrangements such as financial markets and the promotion of competitive conditions in all markets. Based on this philosophy, the Government expects that, out of the 112 public enterprises, the State will retain only 16 with 100 per cent equity. Similarly, State monopolies of the coffee marketing board and lint marketing board have already been broken; new companies have been formed with a view to enabling the private sector to participate in internal and external marketing. UNDP is requested to contribute to the creation of conditions for a functioning private sector, including the building of a local capacity for management training. UNDP will work in collaboration with private sector organizations such as the Chamber of Commerce and Industry, the Uganda Manufacturers Association, the Uganda Federation of Employers, the Uganda Stock Exchange and the Uganda Institute of Bankers, and will promote managerial capacity as well as institutional strengthening in the banking and finance sector. The Government proposes to utilize the service of the United Nations Internatioanl Short-Term Advisory Resources (UNISTAR) to support some of these activities.

(e) Social sector policy. UNDP will strengthen policy capacity in the social sector, to contribute to the national objective of improving the efficiency of social service delivery, and to promote a more active role for NGOs and community participation. Expected results of the national strategy to the realization of which UNDP will contribute include a reduction in the drop-out rate among girls at primary and secondary school levels, an increase in adult literacy, increased access to education and training for women; the programme will also support the introduction of management systems which bring budgetary allocations into closer alignment with priorities, and the integration of social (with emphasis on women's) issues into the process of macro-economic policy formulation. The strengthening of social policy-making

capacity will be closely coordinated with policy-level initiatives in the PAPSCA programme.

37. The Government's strategy for the use of UNDP resources will be to strengthen economic, financial and management training and to support policy analysis and research, and its dissemination, in local institutions. Locally available expertise will be utilized as far as possible, while high-level international inputs will continue to be provided mainly on a short-term basis. In order to address the gender disparities in all of the programme areas, particular efforts will be made in all activities to increase the participation of women, for example, by recruiting women for training programmes, by actively seeking to recruit women as national experts, and by developing a strategy for increasing the numbers of women professionals and managers in both the public and the private sectors.

38. The implementation modalities will involve a mixture of national agency execution. The Transfer of Knowledge through Expatriate Nationals (TOKTEN) programme will be used in areas where Ugandan specialist expertise is not available in the country.

AIDS and human survival

39. National development objectives and/or programmes. The National Alliance against AIDS comprises the formulation and implementation of national policies and programmes aimed at containing the impact of AIDS on the society and economy, and to support AIDS sufferers, carers and survivors.

40. The human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) infection rate is already reaching some 11 per cent of the population and there are devastating preliminary projections on the infection reaching 58 per cent of men and 73 per cent of women by 1996. If the current rate of spread of HIV/AIDS remains unchecked, this will have a major impact on the labour force and national output including export production, with significant implications for foreign exchange earnings and tax revenue. It is in this context that the Government has developed a national strategy and adopted a multisectoral programme approach to fight AIDS. A national AIDS commission has been established in the office of the President.

41. Proposed UNDP cooperation. The contribution requested from UNDP in this multi-donor funded government programme is to help formulate and implement a policy and programme of action to minimize the impact of the disease on the society and the economy.

42. The strategy proposed is the implementation of an effective prevention programme with emphasis on education on how to avoid infection; intervention to support already infected people with a view to prolonging their lives (treatment, nutrition, counselling and acceptability aspects); assistance to carers and to survivors (including orphans), research (including impact monitoring), and community response.

43. Expected impact and results. UNDP has a specific mandate in the fight against AIDS, particularly on the developmental and coordination aspects; the Government therefore proposes UNDP's intervention and participation in the national programme, to help achieve the following:

(a) Planning and policy formulation;

(b) Resource (grant) mobilization;

(c) Programming of assistance and organizing of social services in high HIV infection areas to minimize or mitigate the impact of the disease on the population;

(d) Creation and promotion of general awareness;

(e) Analysis of the socio-economic impact, for example on the labour force, incomes, output of export and food crops; analysis of methods of targeting; income generation aspects for survivors; and, where appropriate, redesign of ongoing development projects.

44. A major element of the Government's strategy is to strengthen community based groups, to address the specific needs of women in all activities. Furthermore, UNDP will be asked to continue to seek a coordinated United Nations system approach, and to work within the framework of the World Health Organization (WHO/UNDP) Global Programme on AIDS (GPA), to assist with prevention, including accelerating factors, and with education.

45. Implementation of the government programme will be through national channels, including NGOs and umbrella organizations. Other community based organizations will also play a major role in delivering the programme. UNDP will strengthen the management and implementation capacity of these organizations. The National Commission secretariat does not plan to have programme implementation responsibilities.

46. Complementary assistance. With assistance from UNDP and other donors, including the World Bank, EEC and several major bilateral donors, a National Commission and secretariat has been created under the chairmanship of the President, to oversee strategic planning and coordination of prevention and control activities, donor mobilization and coordination. The Government plans to continue requesting complementary assistance from various donors.

47. UNDP activities in Uganda under the AIDS and human survival programme will be linked to the regional project aimed at confronting the socio-economic impact of AIDS, and to the interregional programme of support to training and policy analysis.

Poverty alleviation and rural development

48. National development objectives and/or programmes. Poverty alleviation is an overriding necessity in Uganda, where the majority of the population lives below the poverty line. The majority of these are women who lack access

to and control over the use and ownership of valued resources such as land. Uganda is mainly a rural society, with 90 per cent of the population residing in rural areas, and with agriculture accounting for 66 per cent of GDP, 90 per cent of export earnings and approximately 80 per cent of employment. Therefore, for the vast majority of the poor in Uganda, poverty alleviation is bound up with rising levels of farm and non-farm rural production and incomes, and with enhanced access of the poor to income and assets.

49. Improving the well-being of the rural population and achieving food self-sufficiency through the increase and diversification of agricultural production, processing and exports are the objectives of the Government in the agricultural sector.

50. Proposed UNDP cooperation. The Government will request the focus of UNDP's support in rural areas to be on those activities aimed at raising incomes, productivity and access to resources in poorer regions and among the poorest strata of the rural population.

51. Given the limited availability of resources in relation to the needs of the sector, the Government also requests assistance from UNDP to assess, as far as possible, the likely impact on the agricultural sector of the shrinking human resource base for planning and programme design. Assistance will be necessary to review and update the data and projections of the sectoral needs assessment already carried out.

52. Within the above policy framework, UNDP will primarily be requested to support income-generating activities which will address the issue of unequal distribution of income and assets between men and women, and which will involve a change in the traditional division of labour, so that women can have access to higher income-generating activities and other resources, including credit and skills. The success of this strategy will depend upon the effective linkage between the promotion of women's economic autonomy and improvements in women's access to education, which is the goal of the Government in the social sector. UNDP will be asked to support the activities of community-based organizations and NGOs, such as Domestic Development Services, in the promotion of income-generating activities.

53. Expected impact and results. The sectoral objectives included in the economic recovery programme are to achieve diversification and sustainable agricultural growth through accelerated food crop production and an increase in the cultivation of non-traditional crops for export. To achieve the expected results, it will be necessary to improve yields through means other than area expansion. Indeed, it is estimated that 80 per cent of the cultivable area is already under cultivation and any further expansion would be unacceptable on environmental grounds.

54. The particular challenge which Uganda will be facing in its development efforts in the agricultural sector will be to reconcile the need to improve yields in the food crop subsector (which accounts for 90 per cent of the agricultural GDP and 90 per cent of the cultivated area), to pursue Uganda's

comparative advantage, so far based on smallholder agriculture using labour-intensive technology, with the increasing likelihood of a collapse in labour availability on account of AIDS.

55. A results-oriented strategy in the development and application of environmentally safe and improved technology for food crops, livestock and non-traditional export crops has the potential to increase yields twofold in the short to medium term. This is the result the Government wants to achieve and for which UNDP assistance is needed, including the areas of agricultural research and extension, as well as for the strengthening of support services.

56. The diversification of the production base will also include off-farm rural employment, which UNDP will be expected to promote through skills development and small-scale industries and private enterprises. In the fisheries subsector, linkages will be sought with UNDP's Regional Programme to achieve better utilization of fisheries resources in the region's shared lakes and rivers, and to support fisheries planning and management.

57. The success of the strategies proposed for the agricultural sector hinges on the mobilization and efficient use of private sector resources, and the redefinition of the role of the public sector in agriculture. UNDP will be asked to support (a) the Government's efforts to divest itself of the production, processing and marketing of agricultural commodities and (b) the continuing liberalization of markets, decontrol of prices and abolition of State monopolies, including export crop monopolies. The Government's role in this sector will be limited to securing a policy environment which enables the private sector to play an increasingly significant role in the sector and to providing the necessary technical support services and physical infrastructure. UNDP should also support the Government's efforts to monitor the development of competitive conditions in agricultural markets, and to ensure that the abolition of public monopolies does not result in the creation of private ones.

58. UNDP's assistance to this sector is being sought in the context of the economic recovery programme, which contains support for the development and implementation of a viable strategy for equitable agricultural growth and diversification, and for the promotion of rural non-farm production that improves the access of women to resources and to higher-skilled and higher-income activities; support for NGOs and community-based organizations involved in participatory rural income-generating activities is also included.

59. Women in Uganda have the double burden of supplying the bulk of agricultural labour, and carrying out the domestic tasks of caring for children, the sick and the elderly, food preparation, water and fuel gathering. This burden has been increased by the AIDS epidemic and the resultant need to care for sufferers and survivors. As women's access to income, education, training, assets and resources is greatly inferior to that of men, increasing the access of women to social and economic services and to resources is an integral part of the country's development strategy and an immediate objective of the Government, particularly in the rural sector. A

range of political measures has been introduced to increase the political representation of women at decision-making levels. At each level of the resistance committees, from village through parish, sub-county and county levels, one of the nine seats is reserved for a women's representative, who is elected only by women voters, in addition to any women who may be elected for the non-reserved seats. The Government hopes that the significant results achieved so far can be further consolidated and expanded with support at the policy level from UNDP.

60. It is planned to implement programme activities nationally, utilizing local expertise and resources to the maximum extent possible, and utilizing the structure of resistance committees in place at village level. Critical high-level inputs will continue to be provided in cooperation with the United Nations system of organizations and other internationally recognized sources. Direct support for NGO activities will be a feature of UNDP's programme.

61. Complementary assistance. With complementary assistance from UNCDF, UNDP will contribute substantially to the Government's rural development and poverty alleviation programme by assisting community initiatives, especially for the benefit of rural women and youth, involving support for women entrepreneurs, for cottage industries, and for credit schemes. In collaboration with UNIFEM, UNDP will also support activities to increase access to credit for rural women.

62. As part of this programme of activity, UNDP will continue to support ongoing initiatives, such as the programme to alleviate poverty and the social costs of adjustment, which is mainly funded by the World Bank and IDA and consists of activities in education, social infrastructure, health, employment and income generation.

Preserving the environment and managing natural resources

63. National development objectives and/or programmes. The Government's efforts are concentrated on environmental planning and on strengthening the environmental dimension in national planning. Following the establishment of the Ministry for Environment Protection (now the Ministry of Energy, Minerals and Environment Protection), a national strategy is being developed, in part with assistance from the World Bank.

64. Proposed UNDP cooperation. A programmatic approach to environmental issues will be formulated when Government strategy has been fully developed. In the mean time, in partnership with UNSO and the Global Environment Facility (GEF). UNDP will support and coordinate direct intervention in some critical areas, in addition to inputs at the planning and policy level.

65. Under the overall strategy to preserve the environment through the conservation and management of soil, forest, fish and wildlife resources to be embodied in the proposed National Environmental Action Plan, UNDP will contribute to the development of and implementation capacity for a programme of action directed at preserving the environment through the management of

natural resources, including land use, water resources development and management, and wildlife conservation. Management and sustainable exploitation of these resources by the local communities, for profit, will be given prominence in this programme.

66. Expected impact and results. The alleviation of poverty and the achievement of sustainable development are the end results aimed at by the Government but efforts will not succeed if environmental conservation remains a concern limited to intervention by the public sector. The policy of the Government is therefore to address environmental degradation issues in a socio-economic and participatory context, based inter alia on raising awareness in the public as well as in the private sectors on the need to protect the environment and the benefits to be derived therefrom.

67. The Government recognizes the cross-sectoral nature of environmental concerns, which will underlie all proposed programmes and activities aimed at expanding resource utilization, particularly in the rural sector, to prevent environmental degradation and the depletion of the very resources necessary to sustain development. Through UNDP and UNSO assistance at the policy and planning level, including specific assistance for the finalization of the national environment plan, sufficient capacity and awareness are expected to be built up at the national level which can be used for internalization and implementation in the priority areas to be determined.

68. National execution is expected to result in the maximum use and direct involvement of national expertise and rural communities, with a view to ensuring awareness and participation at the grassroots level. Impact will first be measured by the level of awareness created among the people on the economic benefits and income generation potential of environmental conservation, which can be demonstrated by increased agricultural output in the medium term, through the reduction of soil erosion and degradation by using environmentally safe agricultural practices. For the public sector, returns on investment in the environment would also be demonstrated by an increase in tourism revenues. The organized private sector would also stand to benefit from an increase in the tourism industry. Expected results for each activity in this sector will be quantified in the course of project formulation; indicators of success will also be defined to permit evaluation.

69. Complementary assistance. An important contribution in terms of global impact in the field of conservation of the forest ecosystem will be provided under the Global Environment Facility. GEF will also provide institutional support to link subregional activities conducive to biodiversity. Drought and desertification affecting the northern part of the country will be fought with the assistance of UNSO, which will include an important nationwide tree seeds programme.

C. Management arrangements

Management by programmes

70. The Government believes that a programmatic approach to country programming can only be meaningful where the Government itself has adopted such an approach in its sectoral or thematic planning. For the successful application of the programme approach, the Government wishes UNDP, as well as the United Nations organizations involved, to recognize a number of prerequisites and accept changes in management concepts. Of the greatest importance will be a clear definition of priorities, both to identify precise areas where UNDP's intervention would be most appropriate and strategic, and to avoid duplication with activities funded by other donors.

71. In view of the relative complexity of programmes as compared to projects, success will depend even more heavily on the quality of design and on the management structure that is put in place for implementation. Programme management units may assume the responsibility for the day-to-day management, monitoring and implementation of the programmes and, in the case of regionally based activities, should be located in the immediate environs of the programmes.

72. In many cases, the successful implementation of such programmes will require a longer-term commitment by the Government and UNDP than has been usual in the past. UNDP will need to adapt its formulation guidelines and its programme and financial rules and procedures to allow full adoption of the new approach.

73. Monitoring and evaluation would be undertaken by a variety of methods, including annual reviews and audits and independent evaluations. The clear definition of measurable results and success indicators will be a vital component of programme design.

National execution

74. There will be increased use of expertise, services and goods supplied by or through national governmental, non-governmental and private institutions in programme development, implementation and management. National execution is already increasing in Uganda and government execution and follow-up capacities have been strengthened with the establishment of the Government Execution Unit in the Aid Coordination Department of the Ministry of Planning and Economic Development.

75. Finally, the specialized agencies of the United Nations system will continue to play an important supporting role. Increasingly, their actions will be directed to providing management and specialist knowledge to complement national skills. In some programmes and projects, implementation arrangements will involve non-governmental or private-sector institutions, sometimes through Technical Cooperation among Developing Countries (TCDC). UNDP's Management Development Programme and the Transfer of Knowledge through

Expatriate Nationals (TOKTEN) will be useful elements in this strategy. There has been effective use of the United Nations Volunteers (UNV) programme in Uganda, and this will continue to be promoted in several of the programme areas proposed above.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

	(Thousands of dollars)	
Carry-over from fourth cycle IPF	3 155	
Fifth cycle IPF	74 122	
Subtotal		77 277
Project cost-sharing (Government	-	
Project cost-sharing (third party)	-	
Programme cost-sharing	-	
Subtotal		-
TOTAL		77 277

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

	(Thousands of dollars)			Percentage of total
Area of concentration	IPF	Cost-sharing	Total	resources
Policy and management capacity	20.0	-	20.0	26.0
Acquired immunodeficiency syndrome and human survival	15.0	-	15.0	19.4
Poverty alleviation and rural development	27.0	-	27.0	35.0
Environment and natural resources	10.0	-	10.0	12.9
Subtotal	72.0		72.0	93.3
Unprogrammed reserve	5.277		5.277	6.7
TOTAL	77.277		77.277	100.0

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III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

		(Thousands of dollars)
A. UNDP-administered funds		
UNCDF	16.7	
UNSO	8.7	
GEF	6.8	
Subtotal		32.2
B. Other United Nations resources		
JCGP participating agencies	139.1	
Other United Nations agencies	.335	
Subtotal	139.435	
Total non-core and other United Nations resources		139.435
C. Non-United Nations resources	17.7	
Subtotal		17.7
TOTAL RESOURCES FOR PROGRAMMING		189.335

Annex II

PROGRAMME MATRIX a/

Areas of concentration	Areas of focus					
	Poverty eradication and grass-roots participation	Environment and natural resources management	Management development	TCDC	Transfer and adaptation of technology	Women in development
I. POLICY AND MANAGEMENT CAPACITY	*	*	*			*
II. AIDS AND HUMAN SURVIVAL	*					*
III. POVERTY ALLEVIATION AND RURAL DEVELOPMENT	*	*		*		*
IV. ENVIRONMENT AND NATURAL RESOURCES MANAGEMENT	*	*	*			*

a/ Asterisks indicate major linkages only.